

## BOARD OF PROBATION ANNUAL REPORT

## The Commonwealth of Massachusetts

## REPORT

of the

## BOARD OF PROBATION

for the

Years Ending December 31, 1948-1952



BOARD OF PROBATION  
206 New Court House  
BOSTON



# BOARD OF PROBATION ANNUAL REPORT

*To the Honorable Senate and House of Representatives:*

The Board of Probation respectfully submits herewith its report for the year ending December 31, 1952. The Board has incorporated in this report, discussion of problems and statistical data covering the five-year period from 1948. This treatment permits comparison of state-wide statistics, showing trends as to probation in general and, more specifically, as to 17-20 year olds—the “teen-agers” and the juveniles—those youngsters between the ages of 7 and 16 years old. Analyses of these total figures appear in the Commissioner’s report, following. However, detailed figures as to each court—superior as well as district—are not included in this report, but are readily available in the Board’s office. Many requests from public and private organizations for figures in the several categories are serviced each year.

The Board, established in 1908, by Chapter 276, Section 98 of the General Laws, was brought into being primarily to gather and disseminate information among the courts; to provide for the organization and cooperation of the probation officers; to promote coordination by calling conferences of any or all probation officers and district court judges, at which meetings a Board member presides. Later, in 1939, the Board was given authority to supervise the probation work respecting wayward and delinquent children. In 1936 the Administrative Committee of the District Courts was directed to consult the Board prior to approving the appointments of district court probation officers; in 1947 the Board was directed to establish and distribute among the district court probation officers’ uniform forms of blanks and records, in addition to those prescribed by the several justices, and in 1952 the Board was authorized to approve the attendance of probation officers and district court judges at conferences, “. . . within or without the Commonwealth, which, in its discretion, promote the general welfare of the probation service.”

## MEMBERSHIP AND MEETINGS

The statute provides that the Chief Justice of the Superior Court shall appoint the five members, each for a term of five years. The Board regrets to record the passing, in 1948, of The Honorable Joseph E. Donovan, Associate Justice of the Municipal Court of the City of Boston. Judge Donovan was appointed a member of the Board in 1946 and was a most conscientious and arduous working member. The Honorable John J. Connelly, Justice of the Boston Juvenile Court, was appointed to succeed Judge Donovan. Arthur F. Bickford, Esq., a highly respected Boston attorney and a person of wide experience and excellent judgment, was appointed in 1947 and faithfully served until his passing in 1952, when The Honorable Gilbert W. Cox, Justice of the District Court of Northern Norfolk, at Dedham, was appointed to fill the vacancy.

The Board holds regular monthly meetings throughout the year, except for the summer months, during which period special meetings are held at the call of the chairman at such times as he may deem expedient. During the period of this report the Board averaged nine meetings each year, at each of which at least a quorum of three members was present, except on four occasions.

## PROBATION MANUAL

In 1949 the eighth edition of the probation manual was printed and distributed among the judiciary, probation service and other officials. This manual is a compilation of the statutes having to do with the probation service, the judicial system, commitments—both mental health and penal—as well as of those laws dealing with juvenile problems. Through special arrangements with the publishers of the Annotated Laws of Massachusetts, the Board was able to make reference to court decisions following each section of the laws.



## CLASSIFICATION AND STANDARDS

Following the enactment of Chapter 566 of the Acts of 1947, and pursuant to its direction, the Board assisted the Chief Justice of the Municipal Court of the City of Boston and a committee of judges appointed by him in classifying the members of the probation staffs in other district and municipal courts of the County of Suffolk. This statute was repealed by Chapter 783 of the Acts of 1949. In the year 1952 the Board collaborated with the Administrative Committee of the District Courts in an attempt to develop a code of minimum standards for the appointment of probation officers in the several district courts throughout the Commonwealth. The results of this effort were published by the Administrative Committee in September of 1952 and distributed to all of the courts concerned in the form of a circular letter reading as follows:—

*Qualifications For Appointment in the Probation Service*

In view of the fact that legislation in recent years has, to some extent, assured the payment of reasonable compensation to full time members of the probation service which should make it possible to select candidates who are well qualified for such positions, the Committee desires to notify the justices of the several courts that hereafter approval of nominees will not be readily given in cases in which the nominee fails to satisfy the following requirements:—

1. Should have graduated from a high school or had the benefit of equivalent academic schooling;
2. Should have had—
  - (a) at least two years of satisfactory work in an accredited college or
  - (b) in lieu thereof, two years of case work experience in an accredited public or private social agency or work in an allied field, such as like experience in teaching, personnel work, etc., and
3. Should indicate a positive professional attitude toward the work which will be required from him or her, as distinguished from regarding the position merely as an opportunity to earn a livelihood.

The Committee recognizes the fact that in some cases there may well be special circumstances which would permit a departure from the above requirements, such as service as a part time probation officer or demonstrated personal qualifications or clear evidence that a better qualified candidate is not available for appointment.

The above has been worked out in collaboration with the Board of Probation.

During the period covered by this report the Administrative Committee of the District Courts has consulted the Board relative to fifty persons appointed by the district courts. It is encouraging to note that appointing justices, in increasing numbers, are naming individuals who more than meet the minimum requirements for workers in this field.

## CONFERENCES AND INSTITUTES

To promote coordination, cooperation and organization with the state-wide service, the Board has called four regional conferences each spring, and a state-wide conference each fall, and has also authorized the attendance of all probation officers and district court justices at the annual Massachusetts conferences on social work, as well as those of the New England Conference on Probation, Parole and Crime Prevention. In addition, the Board has, on a recent occasion, held an in-service training institute of two days' duration.

The spring conferences were designed to include the entire service of 231 probation officers and consisted of small luncheon-meetings comprising the following groups: counties of Berkshire, Franklin, Hampden, Hampshire and



Worcester; counties of Essex and Middlesex; county of Suffolk; counties of Barnstable, Bristol, Dukes County, Nantucket, Norfolk and Plymouth. These meetings are more informal due to the smaller number of probation officers in attendance at each as well as similarity in the types of problems encountered. The atmosphere generated is one of friendly informality, which tends to bring out more widespread give and take discussion than is had in a larger gathering. In compliance with the statutory requirement a member of the Board presided and led the discussion. These meetings, for the most part, were well attended and were usually held in a state institution, such as a school for the feeble-minded, a state mental hospital, a penal institution or the like. The officers and justices in attendance were afforded an opportunity to see the rehabilitative programs in operation in the several institutions and to learn from the superintendent how the work of the institution concerned might be of help to the probation service.

The annual state-wide conference was usually held in the metropolitan area, with a luncheon and speaker on a current problem or topic, followed by afternoon panels and discussion groups on pertinent probation subjects and concluding with an evening dinner and speaker. Justices, as well as probation officers were invited to these gatherings and it is heartening to note the increasing number of justices who attended. The fact that these state-wide meetings are larger gatherings has a beneficial psychological effect on the service as a whole, particularly on the officers in the smaller courts, who are necessarily more isolated. These meetings develop a sense of belonging to a large state-wide organization—all doing the same kind of constructive work, experiencing like frustrations and also attaining a degree of success. The newer officers experience the initial feeling and the older ones the re-kindling, of a sense of solidarity and a spirit of team work. These intangibles mean much in raising and maintaining the standards of service to human beings who need others to help themselves.

A two-day meeting was held at the Harvard Law School, Cambridge, in September of 1950. The theme—"Probation—Its Legal and Social Aspects"—brought about discussion by justices, court and probation officials of the philosophy and jurisdiction of juvenile courts and the difference in approach to the special problems of children in contrast to those of adults; the fundamentals of the judicial system, the objectives of criminal justice and the court's responsibility at the trial, finding and disposition stages, and finally, inquiry into topics having to do with the investigation, use of community resources and the case work process in probation work.

#### RECORDS

The number of record cards received from probation offices has increased from 116,525 in 1944 to 154,191 in 1952. The Board contemplates a directive relieving the service of reporting to it dismissed and like dispositions. The Board in the early '30's had discontinued receiving "not guilty" dispositions, as it was felt that such dispositions should not, cumulatively, be weighed against the defendant. Such a directive, particularly as it relates to youngsters desirous of entering the armed services, should meet with the wholehearted approval of the probation service. The Board is of the opinion that rules and regulations having to do with such matters should permit of change.

It is interesting to note the general descending trend in criminal activities in war times from 165,619 record cards received in 1940, to the war time low of 116,525 in 1944, with the continued trend of upwards of 154,000 court record cards reported to the Board's office in 1952.

#### INQUIRIES

The court record bureau in the Board's offices was instituted to serve as a source for the dissemination of such data throughout the probation service. It is of interest to note that the 74 district courts and the 8 superior court judicial district offices increasingly inquire for such data. Such inquiries come by way



of the telephone, the teletype hook-up with the state police system, or through the mails.

In 1952 these inquiries, from all sources, reached a peace-time high of 379,780, and was exceeded only during the war-time years 1943 and 1944, when the totals were 463,330 and 474,334, respectively. In 1943 the Board was authorized by statute, in its discretion, to make available to governmental, educational and charitable agencies, record data in its file. However, juvenile record data is not given out, except to the courts, police and penal institution officials, and, with the written consent of the juvenile involved, to the military recruiting services.

This inquiry record service, believed to be the only one of its kind on a state-wide basis, is a very important part of a comprehensive probation system. It suggests to the inquiring probation officer sources of information as to prospective probationers. Should the defendant have been on probation or parole or committed, or previously been convicted in any court within the Commonwealth, his conduct and background is readily available by contacting the offices indicated on the defendant's record card.

#### LEGISLATION

During this five-year period many legislative petitions were filed pertaining to salary raises for probation officers in certain categories. However, there were several legislative enactments which touched the service as a whole, or large segments of it, and regarding which the Board, through its Commissioner, appeared in favor of their passage.

Chapter 310, Acts of 1948 brought into being the Youth Service Board, to take jurisdiction of all juvenile delinquents committed by the courts and to set up a detention and study center.

Chapter 783 of the Acts of 1949 struck out the amendment to Chapter 276, Section 83 of the General Laws, classifying the district and municipal court probation officers in Suffolk County. This 1949 amendment did away with the statutory classification of positions and salaries and with the necessity for approval of appointment made by the justices of the Boston Municipal Court or a committee of justices thereof, of probation officers in Suffolk County. The amendment reinstated the prior clauses calling for approval of the appointments of such officers by the Administrative Committee of the District Courts, after consultation with the Board of Probation.

Chapter 513, Acts of 1950, raised the minimum salary of full time probation officers from \$2,500 to \$3,000 annually.

Chapter 563, Acts of 1951, struck out the maximum ceiling (\$4,000) for salaries of probation officers in the juvenile districts, as well as the limitation respecting the appointment, in a single district, of only one male and one female officer. The act also gave discretionary power to each of the several justices in these districts to assign to their female probation officers the duty to make investigations and to supervise adult women probationers in such courts.

#### CONCLUSION

The Board feels that this five-year period has seen a definite forward movement in the probation service. The personnel recruited by the justices has continually increased in caliber; the salaries have improved and compare more favorably with private organizations and industry; the interest in and dedication to the work is growing more apparent, and the service is more and more acquiring a professional status. The Board, individually and collectively, is appreciative of its happy collaboration with the several judicial committees—the Superior Court Committee on Probation—the Municipal Court of the City of Boston Classification Committee—and the Administrative Committee of the

District Courts. It is particularly beholden to those "toilers in the field"—and their clerical assistants, who give unstintingly of themselves. Without this spirit probation would be ineffective. Finally, the Board is deeply grateful to the members of the staff in its offices who, through intelligent and arduous detailed work, have brought to a high point of efficiency a central court record bureau, second to none nation-wide and certainly without equal in its contribution to a state-wide correctional system.

Respectfully submitted,

ROBERT E. GOODWIN, *Chairman*

MARY E. DRISCOLL

JOHN F. TIERNEY

JOHN J. CONNELLY

GILBERT W. COX



## REPORT OF THE COMMISSIONER

### *To the Honorable Board of Probation:*

Herewith your Commissioner submits his report for the five-year period ending December 31, 1952.

The tabulated figures following this report are, for the most part, made up from daily report cards submitted by probation offices of the eight superior court judicial districts and the seventy-four district courts, including the Boston Juvenile Court. Your Commissioner—fully aware of the Board's interest and efforts—wishes it were possible to more adequately analyze the vast amount of sociological data submitted your office by the many probation offices. However, due to lack of staff, only the basic facts as to the state-wide probation service are tabulated. Much information as to each court, having to do with probation, juvenile delinquency and the 17-20 year old grouping, is available in your statistical division and special community studies are made at the request of public and private organizations.

### PERSONS PLACED ON PROBATION (See Table 1.)

This tabulation shows a steady diminution from 1948, with the total number placed on probation of 19,284 to 1951, when 16,600 persons were given probation, following which there has been an upward trend in this disposition and reaching a total of 17,114 in 1952. This increase is indicative of a rise in the number of criminal prosecutions during this period, which will probably continue. It is interesting to note, from conviction figures (exclusive of filed or fined dispositions) in the 1952 Department of Correction report that the superior courts placed on probation one of every three persons (34%), while the district courts averaged more than one of every two (55%) such instances. This variation in the use of probation is due to the greater percentage of persons appearing in the district courts for drunkenness and motor vehicle violations. The boys and men follow the general trend while the girls and women show a diminution and then an almost imperceptible trend upward, during the five-year period.

### TYPES OF PROBATION AND LENGTH OF PROBATION (See Tables 2, 3 and 4.)

Probation supervision with imposition of sentence and its suspension during a supervision period is used nearly two to one over straight probation. This is even more pronounced in the male adult field where the ratio is more than two to one, while the reverse is true in dealing with juveniles. The imposition of fines with a suspension of the payment—generally given so as to permit more time for a probationer to pay the fine, generally in motor vehicle cases, is given in less than one of every ten probation cases.

The supervision period of over 6 months to one year, as to both straight probation and probation with a suspended sentence, in all categories, i.e., boys and girls, men and women, is by all odds the period more frequently imposed, with the three to six months next in point of frequency, followed by the "more than one year" supervision period. The three months or less period is uniformly the least used—indicating that probation therapy has matured and generally is felt to need time to inculcate a sense of responsibility for one's self, his family unit and the community.

### PROBATION BY OFFENCES (See Table 5.)

Drunkenness uniformly, is by far, the largest contributing offense to probation, with the men making up the vast majority of probationers and the women—about one of every ten in the total. It is surprising to see a scattered few juveniles placed on probation for this offence. Offences against property, en-



compassing the larcenies and breaking and entering, come next in point of frequency, with the boys—for whom it is a characteristic offence—totalling nearly twice the other offences of boys. Domestic relations—peculiar to the men—is third in numbers placed on probation and mainly for non-support of wife or family. Motor vehicle law violations, though high in point of numbers arrested, does not lend itself to probation as readily as it does to fines.

#### PROBATION POPULATION (See Table 6.)

The probation population—those men, women, boys and girls remaining on probation December 31st, does not show much variation over the years. An average of the five-year period gives a figure of 20,662, which, translated into the high year (1949) shows an over-average increase of 5%, while 1952 shows a decrease of slightly less than 5%, with its 19,748 remaining on probation. There has been a slow but consistent decrease trend extending over this period. However, the superior court appears to maintain a population consistent with the yearly average of 3,717, without any indication of a trend.

#### PROBATION RESULTS (See Table 7.)

These figures having to do with the results of probation are very important and very revealing unless the filing or discharging of the probationer during or at the conclusion of the supervision period is routine. However, in Massachusetts routine filing or discharge is more difficult, because your central record bureau automatically advises a court when one of its probationers subsequently appears in another court. This service is given paroling authorities, also, as to their parolees, inasmuch as these authorities, by statute, must keep your central record bureau advised as to parole activities. A five-year summary of these results—percentage-wise—as to surrenders, defaults and discharges follows:

	1952	1951	1950	1949	1948
*Surrendered .....	21.3	21.7	22.5	22.7	22.9
Appealed on surrender .....	0.3	0.3	0.2	0.3	0.2
Sentence revised following surrender ..	—	—	0.1	0.1	0.1
Defaulted .....	2.8	3.3	2.7	3.8	4.6
Filed or discharged .....	75.6	74.7	74.5	73.1	72.2
Total .....	100.0	100.0	100.0	100.0	100.0
*Commitments following surrender ....	92.2	93.7	92.9	94.2	94.1

The annual incidence of surrenders—i.e., returning a probationer to court for its further action—during this five-year period varies less than two percentage points (21.3% in '52 and 22.9% in '48), but does show surrenders occur on an average during this five-year period of 22 times in every 100 probation result cases and of those so returned an average of 93 per 100 are committed to penal institutions. However, it is interesting to note that the surrenders are less frequent—percentage-wise—in 1952 (21%) than in 1948 (23%) which ratio carried over into the commitments of 92% and 94% respectively. So it is not surprising to find a larger percentage of successful probationers in '52 (75%) when compared to 1948 with its 72% of probation cases filed or discharged. The probation defaults—i.e., those probationers who cannot be contacted or fail to keep in touch during the supervision period—shows a gradual decrease of from 4.6% in 1948 to 2.8% in 1952, indicating either that probation officers generally are more active or that the prospective probationers are being more effectively screened.

#### DRUNKENNESS ARRESTS AND RELEASES (See Table 8.)

The monthly reports of drunkenness arrests from district court probation offices throughout the Commonwealth show a 9% drop from a total of 74,097 in 1948 to 68,121 in 1952. However, there was a diminution of such arrests



from 1948 to 1950 with its 70,044 followed by an increase trend which will probably continue. The number of women arrested shows a consistent annual decrease from 5,704 in 1948 to 4,914 in 1952—a 16% falling off, but the men showed a pattern consistent with the general trend of a mid-period drop, followed by a slight rise. The annual arrest average during this five-year period was 5,181 for the women and 64,528 for the men. It might be noted that the all time high for drunkenness arrests since 1940 was in 1941, when 88,016 persons were reported, with the low, in 1944, with 52,545 arrests—a year when the greatest number of men were in the armed services—followed by a steadily rapid increase to 79,817 drunkenness arrests in 1947.

There are several movements of relatively recent origin which should eventually lessen the incidence of the disease of alcoholism and eventually reduce the number of drunkenness arrests. These programs are (a) the spread of the work of Alcoholics Anonymous (A.A.) throughout the state, with units in our penal institutions, together with a growing understanding of, and an increased use of this facility by our courts—(b) the educational work of Committees on Alcoholism, started in Boston in 1945, and spreading to other cities throughout the Commonwealth, and (c) the setting up in increasing numbers of state supported alcoholism clinics under the auspices of the Department of Public Health.

#### JUVENILES (See Table 9.)

The fewest number of juvenile cases annually disposed of in the Massachusetts courts in the last twelve years was in 1940, when the total was 4,580. There was a steady annual increase during the war years until 1945, when the war-time high of 7,158 was reached, following which there was a rapid decline to 1948—the first year of this report—when a steady increase of more than 20% brought the total to 5,606 in 1952, during which period the girls, percentage-wise, contributed most heavily to the increase with 31% and the boys, 18%. Charts No. 1 and 1-A give a very graphic picture of the juvenile delinquency cycle.

#### *How Big a Problem is it With Reference to the Juvenile Population?*

The 1950 Massachusetts census was 4,690,514. The total juvenile population with juvenile cases disposed of in 1952 and for the state and Boston was as follows:

	1950 Juvenile Population	Percentage of Population	Cases Disposed of	Percentage of Cases Disposed of
Massachusetts, including Boston ..	639,300	13.4	5,606	.88
Massachusetts, excluding Boston ..	526,495	11.2	3,684	.69
Boston .....	102,805	16.3	1,922	1.9

Less than one (.88%) of every 100 of the state boys and girls 7-16 years of age appeared in our courts in 1952, including Boston, and when we exclude Boston, we find an even smaller number (.69%) of each 100 were in the courts. As to Boston courts, there were 1,922 juveniles appearing before them for a percentage of 1.9—two in every 100 of its juvenile population. However, this does not mean that all 1,922 had Boston residence, although it is interesting to note that 1,888 juvenile residents of Boston appeared in Massachusetts courts in 1952.

The juveniles show a total state increase of 16.9% in 1952 over 1951. However, the amount of delinquency was much less in 1952 than the World War II years of 1943-46 inclusive, as shown on the graph (chart 1.). It might be noted in passing that the all time high year in Massachusetts was the pre-war year, 1932—when 7,459 juvenile cases were disposed of. Boston, with its eight courts, which accounts for 16% of the state's juvenile population, disposed of 33.1% of the state load, which, in turn, was a 24.1% increase over 1951 in Boston. Of all youngsters who got into Massachusetts court difficulties in 1952, 1,888 (33.6%) had a Boston residence—30% so resided in 1942. Here again, the Bos-



ton picture, during the World War II years (1943-46) shows the same high as did the state (chart 1-A).

*What kind of youngsters get before our courts? Had many of them been known to courts prior to their appearances in 1952?*

JUVENILES—PREVIOUS RECORD BY STATE TOTALS  
(Including Boston)

		No Previous Record	%	Previous Record	%
Male .....	4,906	3,228	65.7	1,678	34.2
Female .....	700	617	88.1	83	11.8
Total .....	5,606	3,845	68.5	1,761	31.5

JUVENILES—PREVIOUS RECORD BY STATE TOTALS  
(Exclusive of Boston)

		No Previous Record	%	Previous Record	%
Male .....	3,276	2,260	69.7	982	30.3
Female .....	408	350	88.2	47	11.8
Total .....	3,684	2,610	71.7	1,029	28.3

JUVENILES—PREVIOUS RECORD BY BOSTON TOTALS

		No Previous Record	%	Previous Record	%
Male .....	1,630	931	57.1	699	42.9
Female .....	292	258	88.4	34	11.6
Total .....	1,922	1,189	61.9	733	38.1

Nearly 70 (68.5%) of every 100 juveniles, appearing in our state courts in 1952, inclusive of Boston figures, were previously non-delinquent, while approximately 30 had had prior court experience, with the girls showing a much lower percentage (12%) than the boys, with the latter's 34 of every 100 so appearing previously. The Boston picture shows 62 of every 100 juveniles were previously unknown, with 38 having such prior experience, while the girls appearing in Boston courts show the same in experience (12%) and the boys showing more experience (43%) than the general state average (34%).

*What types of offences are characteristic of Massachusetts youngsters?* Offences against property constitute more than one-half of all juvenile offences (51.4% in 1952, 53% in 1941 and 51% in 1932), with breaking and entering, breaking and entering and larceny, and larceny making for 82% of this classification for the boys in 1952, 82% in 1941 and 79.3% in 1932. Next in frequency is the minor infraction category (16% in 1952, 20% in 1941 and 17% in 1932). This classification takes in runaways, stubbornness, truancy, school offenders, etc.

Motor vehicle offences are next in importance in point of frequency (14% in 1952 and 12% in 1941) with 62% having to do with stealing an auto, operating without authority and using without authority, for the boys in 1952, during which year only 15 girls were involved in motor vehicle offences, 11 of whom used or operated a car without authority.

In 1952 only 6% of all juveniles (4% in 1941) were in court for offences against the person and 5% for sex offences (5% in 1941).

Massachusetts juveniles appear to be acquisitive.

*What of juvenile delinquency dispositions in Massachusetts during 1952?* The following is a 1952 summary:

			Released, Dis- missed, No Bill, Not Pros	Filed	Commitments Juvenile	Penal	Fined	Proba- tion	Bound Over	Ap- pealed
	Total	De- faulted								
Boys	4,906	78	1,116	984	362	40	97	2,053	87	88
Girls	700	31	251	79	106	—	5	221	2	5
Aggregate	5,606	109	1,367	1,063	468	40	102	2,274	89	93



Nearly one of every two youngsters (40.6%) appearing in Massachusetts courts in 1952 was placed on probation, nearly one of every four (24.3%) was dismissed and nearly one of every 5 (18.8%) was filed, while less than one of every 10 (9.1%) was committed to an institution on their original appearance in the Massachusetts courts.

#### 17 TO 20 YEAR OLD MINORS (See Table 10.)

Since 1940 the low year was 1944, when 7,570 "teenagers" were before our courts, and with the exception of 1952, with its 13,572 youngsters in difficulties, the prior high was in 1941, when 13,324 of this 17-20 age group appeared before our Massachusetts courts. Charts No. 2 and 2-A give an excellent graph of the movement of this group since 1940.

*What is the problem in Massachusetts and Boston as to the "teen-agers" or youthful offenders group and how big a problem is it with reference to the group population?*

The Massachusetts and Boston population for this group related to the incidence of 1952 appearances in court was as follows:

	1950 17-20 Population	% of Total Mass. Population	1952 Cases Disposed of	% of Cases Disposed of
Massachusetts, including Boston ....	258,105	5.5	13,572	5.0
Massachusetts, excluding Boston ....	210,325	—	10,703	5.01
Boston .....	47,780	—	2,869	6.0

Of this group, 5 of each 100 of its population appeared in Massachusetts courts, while a little more than 6 of every 100 of the Boston group population appeared in the Boston courts. As shown on the graph (chart 2), there was a 14.1% increase in 1952 over 1951, state-wide, which increase is only slightly more than 2% over the 1941 figure shown on the chart the previous high year. This chart shows the same variance as does the juvenile chart 1—except in reverse—the war years (1943-46) being the low instead of the high period. As to Boston, chart 2-A follows the same variance pattern as the state. However, here, in contrast to the juvenile picture, Boston shows a slightly lower increase (12.1% in 1952) than the state picture with its 14.7%. Boston, with its 18.5% of this group's population accounted for 21.1% of the total court dispositions.

*What kind of teen-agers (17-20 year olds) get before our courts?*

Had many of them previously been known to our courts?

#### 17-20 PREVIOUS RECORD BY STATE TOTAL (Including Boston)

	Total	No Previous Record	Previous Juvenile Record	Previous Adult Record Only
Male	12,891	7,783 (60.3%)	2,339 (18.3%)	2,769 (21.4%)
Female	681	529 (77.6%)	85 (12.4%)	67 (9.8%)
Total	13,572	8,312 (61.2%)	2,424 (17.9%)	2,836 (20.9%)

#### 17-20 PREVIOUS RECORD BY STATE TOTAL (Exclusive of Boston)

	Total	No Previous Record	Previous Juvenile Record	Previous Adult Record Only
Male	10,184	6,384 (62.7%)	1,608 (15.8%)	2,192 (21.5%)
Female	519	418 (80.6%)	49 (9.6%)	52 (9.8%)
Total	10,703	6,802 (63.6%)	1,657 (15.5%)	2,244 (20.9%)

#### 17-20 PREVIOUS RECORD BY BOSTON COURTS

	Total	No Previous Record	Previous Juvenile Record	Previous Adult Record Only
Male	2,707	1,399 (51.6%)	731 (27.0%)	577 (21.4%)
Female	162	111 (68.5%)	36 (22.2%)	15 (9.3%)
Total	2,869	1,510 (52.6%)	767 (26.7%)	592 (20.7%)

The young people in this group who appeared before the Boston courts were fewer in number (53%) without previous court records when compared



with the state average (61%), inclusive of the Boston load, and so it follows that 47 of every 100 such young adults were previously known as compared to 39 so known to courts on a state-wide basis. The Boston young men were more experienced (47%) as compared to the others (39%), and so it was with those having a juvenile record only (Boston 26.7%—state 18%), but as to previous adult (17 years and over) record, both were nearly even (Boston 20.7%—others, 20.9%). A comparative summary of the young women—state-wide and as to Boston, show the same general characteristics—a greater percentage who get into Boston difficulties are more experienced courtwise.

*What types of offences are characteristic of this 17-20 year old group?* Motor vehicle offences are predominantly characteristic (57% in 1941 and 65% in 1952) both as to males and females. Of the 12,891 males in court last year, 8,127 or 63%, and of the 681 females, 252 or 37% were in for this offence. 6,160 or 76% of the total young men, with motor vehicle cases, were involved in reckless driving, operating to endanger, operating improperly and speeding. Speed and operation of cars accounted for nearly one-half (48%) for the total offences of these boys. 75% of the female motor vehicle difficulties involved speed and operation.

Next in point of frequency had to do with offences against property (13% in 1941 and 11% in 1952). Eight of every 10 young men in court for such offences were involved in breaking and entering and larceny and 73 out of 89 young women being in court for larcenies.

Drunkness placed third in point of numbers—(10% of the total in 1941 and 12% in 1952). The men and women each contributed approximately 12% to the total.

Again offences against the person (4% in 1941 and 4% in 1952) and sex offences (3.2% in 1941 and 3% in 1952) played minor roles in the sum total of offences committed by these older adolescents.

The juveniles would appear to be acquisitive and the 17-20 reckless and speed-minded.

*What kind of dispositions were made in the cases of those 17-20 year olds who appeared in Massachusetts courts in 1952?*

The following is a state-wide summary:

		Released Dismissed No Bill			Commitments						
	Total	De- faulted	Not Pros	Filed	YSB	H C	State	Fined	Probation	Bound Over	Ap- pealed
Male	12,891	267	1,288	1,910	4	336	117	6,556	1,732	467	213
Female	681	18	59	128	—	9	19	215	204	12	17
Aggregate	13,572	285	1,347	2,038	4	345	136	6,771	1,936	479	230

Ten of every one hundred (9.9%) of this group's cases were dismissed or if it were a drunkness arrest he or she was released from the lock-up by a probation officer without appearing in court; 15 of every 100 cases were filed, about 3 (3.6%) were committed—50 (49.9%) of each 100 cases were fined—which bears out the speeding and reckless driver characteristic offence category of this group; 14 of every 100 were placed on probation and about 4 (3.5%) were bound over to the Superior Court.

It is interesting to note that in 1952 while nearly one of every four juvenile cases was dismissed, this older group's rate was one of every ten. The filed case rate was more nearly equal—18.8% of the juvenile cases having been filed as against 15% for the older group. Although 8 (8.2%) of every 100 juveniles were committed to institutions, only about 3 (3.6%) of the 17-20 year olds were so sentenced on their original court appearance. However, more than 40 (40.6%) of every 100 juvenile delinquents were placed on probation, compared with 14 (14.2%) of the older group given this treatment—the latter being fined (49.9%) in the larger number of cases.



## COLLECTIONS (See Table II.)

Money collections, through the probation offices, by order of the courts, have reached \$5,234,193.70 in 1952—an all time high.

Collections in themselves do not necessarily signify therapy and work with probationers and their families but when one considers that an annual average of \$4,900,000 or \$89 of every \$100 collected, during this five-year period, went toward the support of the family of probationers, the amount of public welfare savings to the communities is large. Should these probationers have been committed to penal institutions, the job loss—to say nothing of the family breakups—in addition to the net per capita institutional cost per prisoner of approximately \$1,730.42 a year, as contrasted to \$89 per probationer, is some indication of the effectiveness of probation as a therapy as well as an economy item. Approximately \$5 and \$6 of every \$100 collected by probation officers went toward making restitution to aggrieved complainants and payment of suspended fines, respectively.

## COST OF PROBATION SERVICE (See Table 12)

During this five-year period the cost, in round figures, has risen from \$1,281,700 in 1948 to \$1,764,200 in 1952—an increase of nearly \$500,000. This has been brought about by the appointment of some 15 additional probation officers, bringing the total up to 231, sorely needed increases in the clerical assistance in several probation offices, increased travel costs and cost of living salary increases. The per capita cost per probationer—based on probation population—increased from \$52 in 1947 to \$89.55 in 1952. The increased cost is further reflected in the smaller case load per probation officer of from 95 probationers in 1947 to 84 in 1952, permitting each officer to do a better job than previously. However, this case load is considered to be quite above a standard for adequate case work.

## CONCLUSION

Your Commissioner is indebted to the Board for its continuing active interest in the probation service as a whole, in working toward higher standards of personnel and performance. He is deeply appreciative of the Board's cooperation in working through individual officer problems to the benefit of the service and its concern for the welfare of the office staff. And, finally, he has welcomed the heart-warming reception and understanding he has met with in his contacts with the judiciary and probation officers and their staffs, without which the performance of any work would be a discouraging task rather than a joyful experience.

Respectfully submitted,

ALBERT B. CARTER, *Commissioner*



TABLE 1. PERSONS PLACED ON PROBATION

Year	Aggregate	Boys	Girls	Men	Women
1952 . . . . .	17,114	2,053	221	13,336	1,504
1951 . . . . .	16,600	1,632	221	13,190	1,557
1950 . . . . .	17,946	1,653	189	14,482	1,622
1949 . . . . .	18,531	1,619	190	15,021	1,701
1948 . . . . .	19,284	1,815	263	15,385	1,821

TABLE 2. TYPES OF PROBATION

Year	Aggregate	STRAIGHT PROBATION				COM. SUSPENDED				FINES SUSPENDED			
		Boys	Girls	Men	Women	Boys	Girls	Men	Women	Boys	Girls	Men	Women
1952	17,114	1,212	139	3,285	546	840	82	8,372	895	1	—	1,679	63
1951	16,600	952	144	3,529	539	671	77	8,107	935	9	—	1,554	83
1950	17,946	986	112	3,562	589	661	77	9,188	980	6	—	1,732	53
1949	18,531	1,118	127	3,875	608	497	63	9,662	1,038	4	—	1,484	55
1948	19,284	1,162	181	4,074	605	649	82	9,930	1,172	4	—	1,381	44

TABLE 3. LENGTH OF PROBATION

Year	Aggregate	STRAIGHT PROBATION					COMMITMENT SUSPENDED				
		3 mo. & less	Over 3 mo. to 6 mo.	Over 6 mo. to 1 year	Over 1 year	Indet.	3 mo. & less	Over 3 mo. to 6 mo.	Over 6 mo. to 1 year	Over 1 year	Indet.
1952	15,371	565	1,590	2,334	690	3	679	3,540	4,579	1,366	7
1951	14,954	614	1,611	2,033	899	7	530	3,465	4,543	1,246	6
1950	16,155	773	1,609	2,027	833	7	824	3,891	4,876	1,306	9
1949	16,988	779	1,876	2,122	929	2	764	4,156	4,945	1,390	5
1948	17,855	921	1,941	2,287	867	6	748	4,114	5,503	1,463	5



TABLE 4. STRAIGHT PROBATION AND SUSPENDED COMMITMENTS

YEAR	AGGREG.	3 Mo. AND LESS				OVER 3 Mo. TO 6 Mo.				OVER 6 Mo. TO 1 Yr.				OVER 1 YEAR				INDETERMINATE			
		Boys	Girls	Men	Women	Boys	Girls	Men	Women	Boys	Girls	Men	Women	Boys	Girls	Men	Women	Boys	Girls	Men	Women
1952	15,371	130	19	1,022	91	343	37	4,230	520	1,363	150	4,711	689	214	15	1,686	141	2	—	8	—
1951	14,954	133	36	875	100	273	42	4,192	569	1,067	121	4,739	649	149	21	1,819	156	1	—	11	—
1950	16,155	174	32	1,266	125	261	48	4,544	647	1,005	101	5,155	642	207	8	1,770	154	—	—	15	1
1949	16,988	175	23	1,252	113	307	47	4,972	706	961	102	5,312	692	172	18	1,995	134	—	—	6	1
1948	17,855	224	36	1,289	120	324	59	4,959	713	1,077	151	5,803	759	185	16	1,946	183	1	1	7	2



TABLE 5. PROBATION BY OFFENCE

OFFENCES	1952					1951					1950				
	Total	Boys	Girls	Men	Women	Total	Boys	Girls	Men	Women	Total	Boys	Girls	Men	Women
Drunkenness . . . . .	5,092	22	6	4,566	498	5,031	25	8	4,453	545	5,860	17	7	5,185	651
Offences Against Property . . . . .	3,312	1,291	42	1,741	238	3,096	996	41	1,814	245	3,433	1,123	36	2,062	212
Violation of Motor Vehicle Laws . . . . .	2,179	263	4	1,863	49	2,059	214	—	1,802	43	2,133	178	3	1,918	34
Domestic Relations . . . . .	2,553	5	—	2,420	128	2,429	3	—	2,296	130	2,480	8	1	2,330	141
Offences Against Person . . . . .	1,427	110	6	1,247	64	1,424	77	10	1,249	88	1,510	75	4	1,363	68
Sex Offences . . . . .	1,253	108	17	719	409	1,270	86	29	795	360	1,232	56	20	754	402
Offences Against Public Order . . . . .	799	72	6	659	62	786	61	1	649	75	886	33	1	774	78
Violation of Liquor Laws . . . . .	21	—	—	18	3	35	—	—	30	5	29	—	—	26	3
Violation of Drug Laws . . . . .	52	—	—	42	10	45	—	—	37	8	30	—	—	30	—
All Others . . . . .	426	182	140	61	43	425	170	132	65	58	353	163	117	40	33
Total . . . . .	17,114	2,053	221	13,336	1,504	16,600	1,632	221	13,190	1,557	17,946	1,653	189	14,482	1,622

OFFENCES	1949					1948				
	Total	Boys	Girls	Men	Women	Total	Boys	Girls	Men	Women
Drunkenness . . . . .	6,115	8	1	5,452	654	6,467	12	4	5,736	715
Offences Against Property . . . . .	3,686	1,122	38	2,167	359	3,586	1,250	64	2,050	222
Violation of Motor Vehicle Laws . . . . .	1,814	133	2	1,647	32	1,753	193	—	1,532	28
Domestic Relations . . . . .	2,769	4	1	2,632	132	2,964	3	—	2,799	162
Offences Against Person . . . . .	1,577	89	4	1,384	100	1,620	70	3	1,470	77
Sex Offences . . . . .	1,139	97	24	719	299	1,381	71	30	813	467
Offences Against Public Order . . . . .	1,051	49	1	917	84	1,011	51	6	868	86
Violation of Liquor Laws . . . . .	31	1	—	27	3	23	—	—	17	6
Violation of Drug Laws . . . . .	4	—	—	—	4	—	—	—	—	—
All Others . . . . .	345	116	119	76	34	479	165	156	100	58
Total . . . . .	18,531	1,619	190	15,021	1,701	19,284	1,815	263	15,385	1,821



TABLE 6. PROBATION POPULATION

COURTS	1952					1951					1950				
	Aggreg.	Boys	Girls	Men	Women	Aggreg.	Boys	Girls	Men	Women	Aggreg.	Boys	Girls	Men	Women
Superior Courts . . . . .	3,474	81	2	3,202	189	3,817	92	5	3,516	204	3,759	101	9	3,462	187
Other Courts . . . . .	16,274	2,324	420	12,187	1,343	16,325	1,795	402	12,844	1,284	16,799	1,936	317	13,181	1,365
Total . . . . .	19,748	2,405	422	15,389	1,532	20,142	1,887	407	16,360	1,488	20,558	2,037	326	16,643	1,552

COURTS	1949					1948					1947				
	Aggreg.	Boys	Girls	Men	Women	Aggreg.	Boys	Girls	Men	Women	Aggreg.	Boys	Girls	Men	Women
Superior Courts . . . . .	3,802	132	13	3,479	178	3,734	122	11	3,423	178	3,601	101	9	3,400	187
Other Courts . . . . .	17,771	1,975	342	13,921	1,533	17,558	1,976	394	13,436	1,752	17,001	1,932	310	13,640	1,360
Total . . . . .	21,573	2,107	355	17,400	1,711	21,292	2,098	405	16,859	1,930	20,602	2,033	319	16,940	1,547



TABLE 7. PROBATION RESULTS

PROBATION RESULTS	1952					1951					1950				
	Aggreg.	Boys	Girls	Men	Women	Aggreg.	Boys	Girls	Men	Women	Aggreg.	Boys	Girls	Men	Women
*Surrendered . . . . .	3,379	247	40	2,849	243	3,478	216	44	2,951	267	3,864	207	39	3,303	315
Defaulted . . . . .	440	6	—	384	50	537	8	5	471	53	457	3	1	396	57
Filed or Discharged . . . . .	12,012	1,382	133	9,347	1,150	11,973	1,291	154	9,386	1,142	12,821	1,325	146	10,040	1,310
Appealed . . . . .	43	11	—	27	5	42	4	2	30	6	41	5	1	33	2
Sentence Revised . . . . .	9	1	—	8	—	7	—	—	7	—	18	—	—	17	1
Total . . . . .	15,883	1,647	173	12,615	1,448	16,037	1,519	205	12,845	1,468	17,201	1,540	187	13,789	1,685
*Commitments Following Surrender . .	3,117	208	37	2,659	213	3,260	185	42	2,794	239	3,590	182	36	3,083	289

PROBATION RESULTS	1949					1948				
	Aggreg.	Boys	Girls	Men	Women	Aggreg.	Boys	Girls	Men	Women
*Surrendered . . . . .	4,059	161	34	3,530	334	4,131	186	38	3,458	449
Defaulted . . . . .	665	7	2	584	72	828	11	6	714	97
Filed or Discharged . . . . .	13,035	1,482	214	10,025	1,314	13,054	1,548	178	10,011	1,317
Appealed . . . . .	57	5	—	43	9	42	3	2	33	4
Sentence Revised . . . . .	19	1	—	16	2	15	3	—	11	1
Total . . . . .	17,835	1,656	250	14,198	1,731	18,070	1,751	224	14,227	1,868
*Commitments Following Surrender . .	3,822	140	33	3,341	308	3,889	154	38	3,289	408



TABLE 8. DRUNKENNESS ARRESTS AND RELEASES

	1952			1951			1950			1949			1948		
	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women
Arrests	68,121	63,207	4,914	66,753	61,722	5,031	70,044	64,920	5,124	70,764	65,216	5,548	74,097	68,393	5,704
Releases	33,832	31,352	2,480	32,374	29,893	2,481	34,999	32,418	2,581	35,152	32,381	2,771	38,264	35,326	2,938

TABLE 9. JUVENILE CASES DISPOSED OF BY OFFENCE

	1952			1951			1950			1949			1948		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
*Grand Total	5,606	4,906	700	4,798	4,158	640	4,971	4,380	591	4,884	4,274	610	4,647	4,145	502
Against Person	349	331	18	266	249	17	253	235	18	271	254	17	221	212	9
Against Prop.	2,876	2,661	215	2,498	2,317	181	2,847	2,646	201	2,726	2,506	220	2,558	2,464	94
Sex Offences	281	213	68	235	155	80	202	150	52	252	193	59	240	177	63
Domestic Relations	9	9	—	8	7	1	13	10	3	8	7	1	8	8	—
Vio. Drug Law	—	—	—	—	—	—	—	—	—	—	—	—	1	1	—
Vio. Liquor Law	—	—	—	—	—	—	—	—	—	2	2	—	1	1	—
Drunkenness	117	104	13	93	79	14	74	62	12	46	42	4	82	74	8
Vio. M. V. Law	799	784	15	706	695	11	597	591	6	496	490	6	505	497	8
Minor Infractions	912	559	353	799	477	322	782	497	285	839	543	296	810	501	309
Against Public Order	263	245	18	193	179	14	203	189	14	244	237	7	221	210	11
*Totals Include Number Appearing in Superior Court	162	157	5	139	130	9	177	169	8	155	145	10	152	139	13
Cases on Continuance at the End of the Year	1,631	1,372	259	968	823	145	877	740	137	887	749	138	911	755	156



TABLE 10. AGE 17-20 CASES DISPOSED OF BY OFFENCES

OFFENCES	1952			1951			1950			1949			1948		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
*Grand Total	13,572	12,891	681	11,891	11,267	624	12,049	11,555	494	10,622	10,123	499	10,875	10,319	556
Against Person	563	531	32	606	576	30	704	684	20	536	513	23	521	495	26
Against Prop.	1,525	1,436	89	1,501	1,411	90	1,754	1,691	63	1,648	1,569	79	1,541	1,444	97
Sex Offences	373	287	86	422	324	98	411	319	92	299	219	80	379	281	98
Domestic Relations	169	146	23	159	145	14	163	147	16	160	138	22	148	136	12
Vio. Drug Law	5	5	—	2	1	1	8	6	2	12	11	1	2	2	—
Vio. Liquor Law	1	1	—	4	3	1	4	3	1	—	—	—	—	—	—
Drunkenness	1,626	1,539	87	1,483	1,408	75	1,702	1,638	64	1,624	1,551	73	1,904	1,811	93
Vio. M. V. Law	8,380	8,128	252	6,743	6,569	174	6,210	6,082	128	5,296	5,189	107	5,428	5,317	111
Minor Infractions	161	90	71	174	85	89	153	87	66	178	111	67	148	76	72
Against Public Order	769	728	41	797	745	52	940	898	42	869	822	47	804	757	47
*Totals Include Number Appearing in Superior Courts	680	659	21	765	742	23	871	852	19	759	736	23	737	719	18



TABLE 11. MONEY COLLECTIONS

YEAR	AGGREGATE	RESTITUTION	NON-SUPPORT	SUSPENDED FINES	MISCELLANEOUS
1952	\$5,234,193.70	\$258,728.33	\$4,647,822.68	\$311,817.82	\$15,824.87
1951	5,065,625.55	279,458.14	4,467,279.90	304,434.18	14,453.33
1950	4,582,808.96	219,894.35	4,010,437.66	286,661.83	65,815.12
1949	4,423,341.74	263,287.74	3,851,551.14	243,792.42	64,710.44
1948	4,423,976.09	247,016.13	3,882,884.25	224,466.99	69,608.72



TABLE 12. COST OF PROBATION SERVICE

YEAR	AGGREGATE			SALARIES			PRO-TEM OFFICERS		
	Total	Probation Officers	Board of Probation	Total	Probation Officers	Board of Probation	Total	Probation Officers	Board of Probation
1952	\$1,764,175.12	\$1,606,113.12	\$158,062.00	\$1,077,889.16	\$1,063,309.16	\$14,580.00	\$17,867.58	\$17,867.58	—
1951	1,606,267.66	1,448,143.04	158,124.62	968,953.85	954,433.85	14,520.00	18,343.91	18,343.91	—
1950	1,504,571.78	1,365,567.49	139,004.29	924,274.96	910,793.66	13,481.30	18,384.75	18,384.75	—
1949	1,382,871.68	1,254,274.39	128,597.29	850,306.66	838,144.62	12,162.04	13,810.11	13,810.11	—
1948	1,281,717.51	1,164,215.09	117,502.42	799,498.69	787,996.65	11,502.04	11,460.27	11,460.27	—

YEAR	CLERICAL ASSISTANCE			EXPENSES		
	Total	Probation Officers	Board of Probation	Total	Probation Officers	Board of Probation
1952	\$561,611.71	\$427,993.42	\$133,618.29	\$106,806.67	\$96,942.96	\$9,863.71
1951	511,126.10	376,785.79	134,340.31	107,843.80	98,579.49	9,264.31
1950	456,391.64	340,251.73	116,129.91	105,520.43	96,127.35	9,393.08
1949	419,457.09	312,809.08	106,648.01	99,297.82	89,510.58	9,787.24
1948	369,412.05	272,809.67	96,602.38	101,346.50	91,948.50	9,398.00

Financial statement verified 10/2/52. FRED A. MONCEWICZ, *Comptroller*.



Chart No. 1

JUVENILE CASES DISPOSED OF IN MASSACHUSETTS COURTS  
1932 to 1952

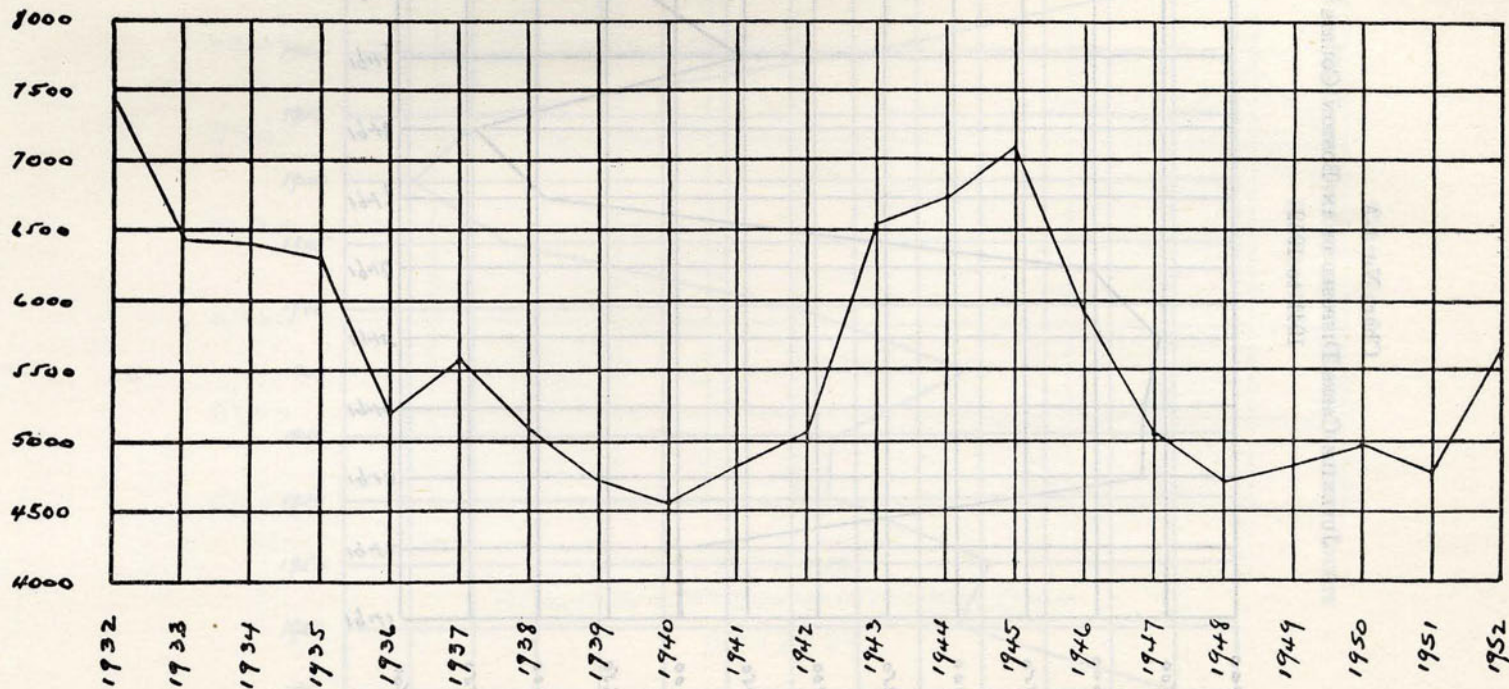




Chart No. 1-A  
JUVENILE CASES DISPOSED OF IN BOSTON COURTS  
1941 to 1952

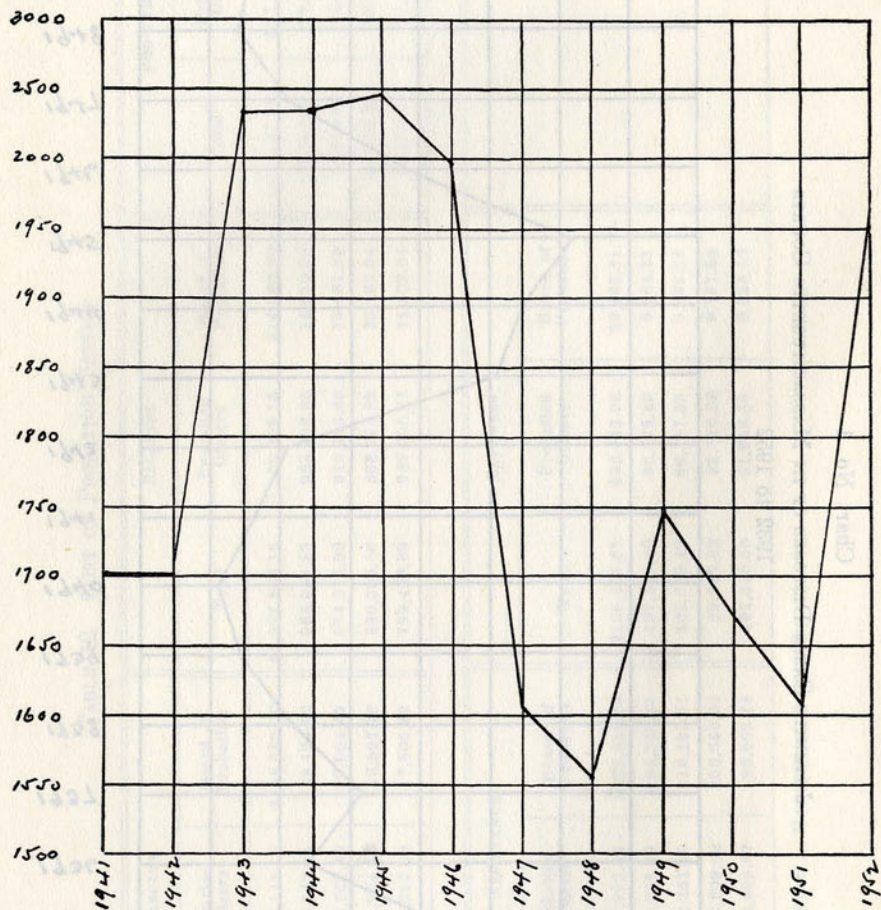


Chart No. 2  
AGE 17 TO 20—CASES DISPOSED OF IN MASSACHUSETTS COURTS  
1940 to 1952

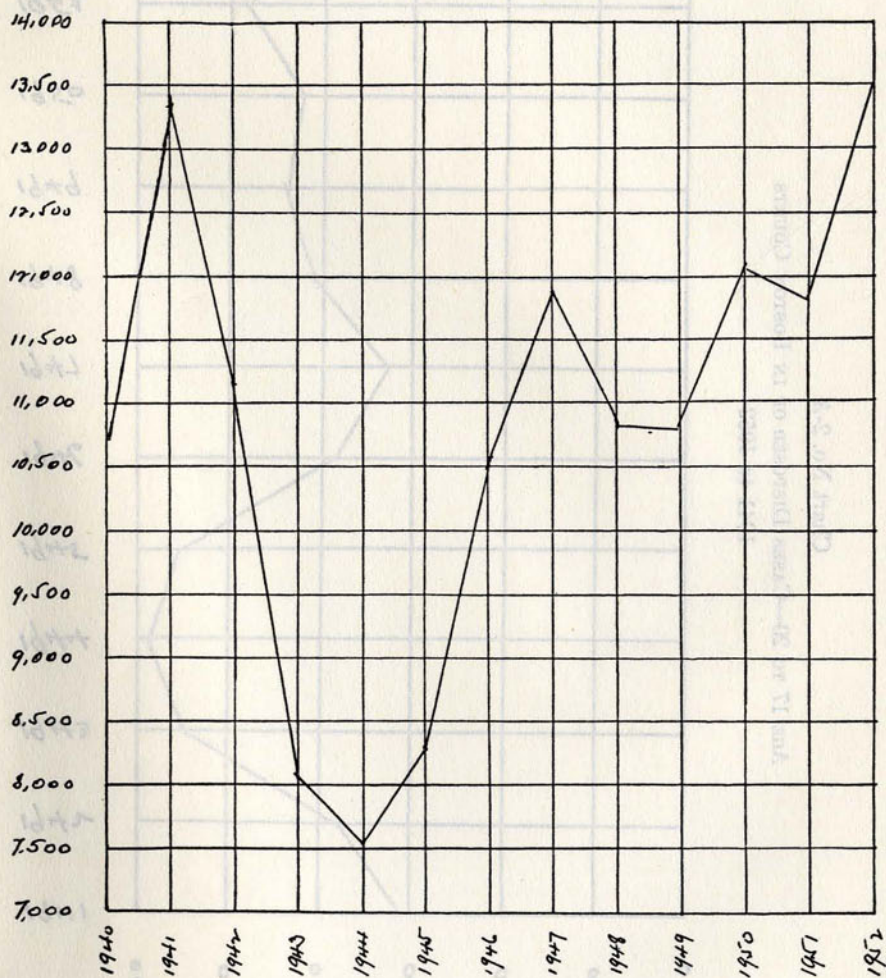




Chart No. 2-A  
AGE 17 TO 20—CASES DISPOSED OF IN BOSTON COURTS  
1941 to 1952

